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THE MARIN COUNTYWIDE PLAN

ECONOMIC ELEMENT

MARIN COUNTY PLANNING DEPARTMENT CIVIC CENTER SAN RAFAEL, CALIFORNIA

June, 1986



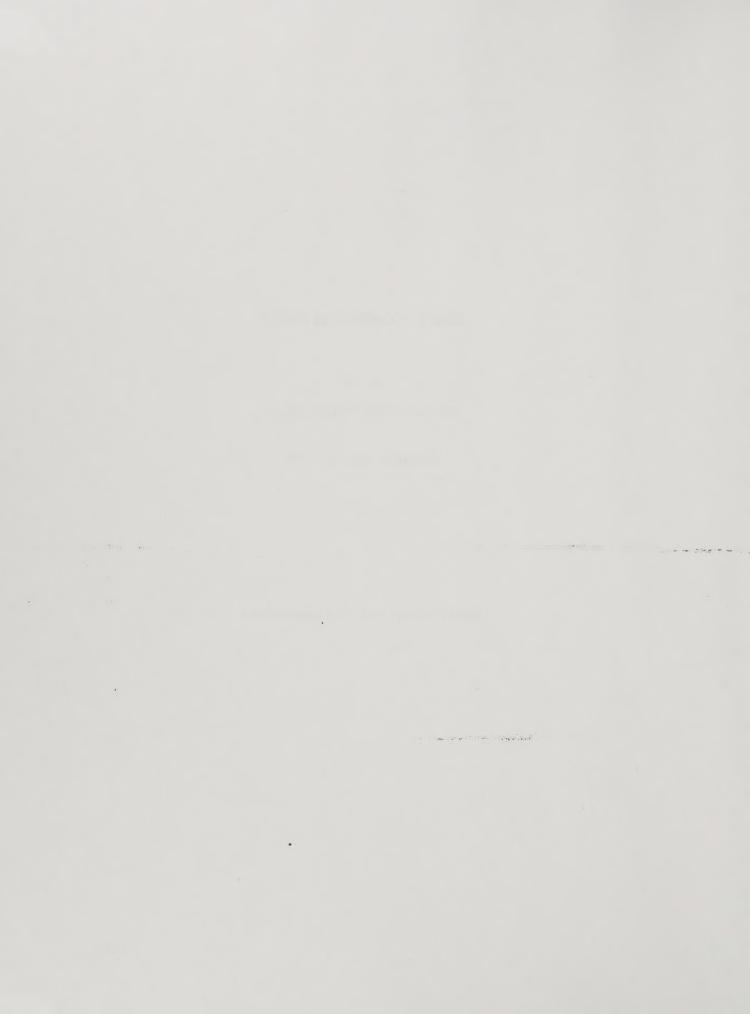
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DRAFT ECONOMIC ELEMENT

to the MARIN COUNTYWIDE PLAN

Adopted June 25, 1985

Marin County Planning Department



ACKNOWLEDGEMENTS

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EXECUTIVE SUMMARY

Introduction

The Economic Element has been developed in response to community concern about trends in job development, housing and transportation. County Planning staff and an Economic Advisory Committee composed of local business leaders worked together from May 1984 through January 1985 to develop information and policies which will lead to a balance of employment, housing and transportation systems while maintaining the quality of life in Marin.

Background

Marin's economy, originally based on agriculture and timbering and subsequently on commuter-based residential and retail development, is entering a third distinctive phase. Over the past two decades Marin's labor force has grown much faster than population, due to smaller household sizes and the entry of many more women into the labor force. While much of this increase was initially met by increased opportunities in San Francisco, since the mid-1970s the County has developed local job opportunities at an increasing pace and many of these jobs have been in the fast growing services and finance, insurance and real estate sectors. Still, in 1980 Marin County had 74,216 local jobs but 116,810 employed residents. About 42% of employed Marin residents commuted out of the county to work.

Economic Trends

The local labor force is expected to continue to grow much faster than the population through the year 2000, when there are expected to be 160,000 Marin residents in the labor force(+30%). Most of the labor force growth is expected to occur in the northern planning areas; the Novato area labor force is expected to increase by 53% and the Las Gallinas area by 70%.

Local job opportunities are expected to increase by 52%, to 108,290 in 2000. Almost all of the new jobs (87%) are expected to be located in the northern three planning areas (Novato, Las Gallinas Valley, San Rafael Basin).

Over 5,400 acres of vacant land are expected to be developed between 1980 and 2000, 84% of them for residential use. Again, most of the new development will occur in the northern three planning areas which will capture 75% of all new commercial/industrial development and 65% of all land available for redevelopment. The ratio of residential land to commercial/industrial land will increase from 4.3:1 to 4.5:1.

Issues

Although local job growth will permit many more Marin residents to live and work in the County, the number of Marinites out-commuting to jobs will increase from 49,060 to 74,500 by the year 2000. Job growth in the services and financial, insurance and real estate sectors will provide proportionately more jobs for local residents and will find appropriate locations in northern County business parks. There will be a strong numerical increase in the lower paying retail and clerical jobs which are essential to local community and business needs, but many of these jobs might be filled by incommuters from Sonoma County due to Marin's high housing costs.

Most new land development will continue to be for residential uses, but much of the new housing will be too expensive for local residents. The affordable housing policies described in the Housing Element should be aggressively pursued, and innovative mixeduse projects should be encouraged.

Highway congestion in the Highway 101 Corridor is an increasing threat to both economic development and the quality of life in Marin. Unless aggressive action is taken, all segments of the corridor are expected to approach gridlock conditions during peak commute hours in the year 2000. Marin County is committed to the regional problem solving efforts of the 101 Corridor Study. As of January 1985 this program proposed a combination of High Occupancy Vehicle Lanes, improved transit service, and development of the old Northwestern Pacific Railroad right-of-way for transit.

Highway congestion may also be reduced by developing local job opportunities and more home occupations. The County will encourage these opportunities.

Policies, Objectives and Implementation Measures

Policies to encourage balanced economic development and specific objectives are summarized in Section IV. Objectives include Countywide development of specific economic information on a Countywide level on a regular basis, and coordinated action by the County and cities to identify development opportunities, address transportation issues, and target job training programs.

ECONOMIC ELEMENT

INTRODUCTION

Well balanced employment opportunities, housing supply and transportation systems are essential to healthy, vital communities. Without appropriate and adequate local employment opportunities, portions of a community's labor force must commute to job centers elsewhere in the region. Without a housing stock which is affordable for people working in a community, workers must commute to their jobs from other areas where they can afford housing. Without transportation systems which can move workers and goods between local and regional markets, a community's economic vitality can be jeopardized.

An economic element is a recommended but not mandatory general plan element for local governments in California. The Marin Countywide Plan, adopted in 1982, sets forth general economic goals for community development which are:

Policies

- Future economic development in Marin County should contribute to the creation of balanced communities where residents have opportunities for employment, shopping, services, and recreation. Types of economic development which provide local opportunities for employment, reduce the need for people to commute, broaden property and sales tax bases, and have the least environmental impacts in terms of air, noise, and water pollution should be stimulated and given preference.
- A diversity of employment opportunities should be available in Marin County in order to provide jobs for residents of all income levels and in order to cushion the County's overall economy against cyclical fluctuations.
- Business activites that meet the employment needs of Marin residents should be encouraged to locate in Marin County.
- Studios and work space for artists, craftsmen, and other home occupations throughout the county should be encouraged through zoning policies.
- Agriculture, commercial fishing, and rural economic activities should be encouraged through zoning and taxation policies in order that they become more viable in Marin County.
- Support services such as child care centers should be encouraged to locate near employment centers in order to enable more individuals to work full-time.

Community concern about the interrelationship of jobs, housing and transportation has prompted a closer examination of Marin County's economy and an expansion of the issues addressed in The Countywide Plan. Between May 1984 and January 1985 a group of community business leaders appointed by the Board of Supervisors met monthly to discuss these factors and recommend policies to meet the future economic needs of the County. County Planning staff worked with the Economic Advisory Committee in preparing this Economic Element.

The Economic Element of <u>The Marin Countywide Plan</u> presents an overview of the economic history and potentials for Marin County. The initial descriptive section details population attributes and locational characteristics and provides a general inventory of economic activities in Marin County. Section II of the element includes an evaluation of some of the local and regional trends in population, housing development, economic activities and transportation. Section III summarizes issues relating to future economic growth and Section IV presents policy guidelines to promote well-balanced economic development.

I. BACKGROUND

A. HISTORICAL OVERVIEW

Marin County's economic base has undergone tremendous transitions over the past 150 years, with more changes evidently on the way. In the 19th century, Marin's was a resource-based economy, with early settlers active in ranching, farming and lumbering. Retailing and other business were small, on a scale with agricultural needs and with those of small communities of the time. Beginning in the 1890s these communities began to grow as ferry service and improved local rail systems made it possible for some people to commute from Marin to jobs in San Francisco and other Bay Area employment centers.

Transportation improvements during the 20th Century dramatically affected the composition and size of the Marin County population. In 1937 the completion of the Golden Gate Bridge changed the nature of Marin County's economy by permitting people to live in Marin and conveniently commute to work in San Francisco. Bridges spanning the San Francisco Bay from the east along Highway 17 (1956) and the Petaluma River along Highway 37 (1958) also made the lands of Marin County more accessible for both commuters and business activities.

From the 1930s on the rapid growth in Marin County communities encouraged the development of strong retail centers, the largest being San Rafael. Other new jobs provided by residential growth included construction, health care, educational and personal services and business services.

While these community-serving activities kept the local economy strong, a third wave of economic development began in the 1970s, as businesses with regional and national markets began to locate in Marin's urban corridor. Wholesalers and distributors (such as McGraw-Hill), insurance companies (such as Fireman's Fund) led the way in the 1970s, and have been succeeded by a wide range of businesses taking advantage of inexpensive commercial rental rates, allowing a surge of office development since the 1970s. The current wave of business development includes financial, insurance, real estate, business and professional sectors, and new activities such as software development and publishing.

Meanwhile the protection of agricultural uses in West Marin has allowed ranching to maintain a significant role in serving regional dairy markets. Marin now offers a unique blend of attractive living environments and a growing job market while protecting much of its land area in open space and agricultural uses.

B. DEMOGRAPHICS

I. Population and Labor Force

From the completion of the Golden Gate Bridge through the late 1960s, Marin's population grew rapidly, with the most rapid growth between 1960 and 1970: 14% per year (see Table I). Since 1970, population growth has slowed to less than 1% annually but the number of Marin residents in the workforce has continued to climb by over 4% per annum. As a result Marin has one of the highest labor force participation rates in the nation. In 1980, 121,545 of Marin's 222,568 residents were employed or seeking employment, for a labor force participation rate of 55%.

MARIN COUNTY POPULATION AND LABOR FORCE, 1950-1980

	1950	1960	1970	1980
POPULATION	85,619	146,820	208,150	222,568
Increase*		+71%	+42%	+7%
HOUSEHOLDS	25,208	44,209	67,606	88,723
Increase		+75%	+53%	+31%
HOUSEHOLD SIZE	3.39	3.32	3.08	2.51
Change	(M) (M) (M)	-2%	-7%	-19%
LABOR FORCE**	30,000	53,446	84,557	121,595
Increase	100 cts cts	78%	58%	44%
EMPLOYMENT				
AII Increase	28 , 984	51,660 78%	80,620 56%	116,810 45%
Males Increase	20,734	35,191 70%	50 , 933 45%	64 , 709 27%
Females Increase	8 , 250	16,469 100%	29,687 80%	52,101 76%
UNEMPLOYMENT				
Number	1,016	1,570	3,937	4,785
Rate	3.4%	2.9%	4.6%	3.9%

SOURCE: U.S. Census

* Change over previous decade

^{**} Employed plus unemployed persons seeking employment

This high rate is largely due to social changes beginning in the 1960s but making their mark in the 1970s (the rate was 35% in 1950, 36% in 1960, 41% in 1970, and 55% in 1980). These factors are the trends to smaller families and the large scale entry of women into the labor force. The average Marin household declined in size from 3.4 persons in 1950 to 2.5 persons in 1980; only San Francisco had a smaller household size among Bay Area counties. The other major factor has been the increase in the number of working women, an economic phenomenom transforming the American economy. In Marin the number of working women increased over six-fold between 1950 and 1980 (8,250 to 52,101), while the number of working men tripled. Between 1970 and 1980 almost two thirds of the increase in the Marin workforce was due to additional women workers.

In 1950 Marin County was home for 3.2% of the Bay Area population and 2.7% of the region's labor force (see Figure A). By 1980, 4.4% of the regional population lived in the county and 4.6% of the Bay Area's labor force had a residence in Marin. Today, Marin County's ever growing share of the Bay Area labor force is greater than its percentage share of the regional population.

Historically, unemployment rates in Marin County have been two to four points lower than regional, state and national figures since 1950 (see Table 2). This reflects the high educational achievement of Marin residents and a certain amount of "self-selection" as Marin's attractive and expensive housing markets tend to attract high income families. There are areas of above average unemployment, however, in Marin City and parts of Fairfax and downtown Novato, where the unemployed rates have run six to ten points above the County average. These areas are the target for job training, re-training and placement activities of a number of human services organizations. Many of these programs are funded by the Job Training Partnership Act, which is managed by the Marin County Office of Employment and Training.

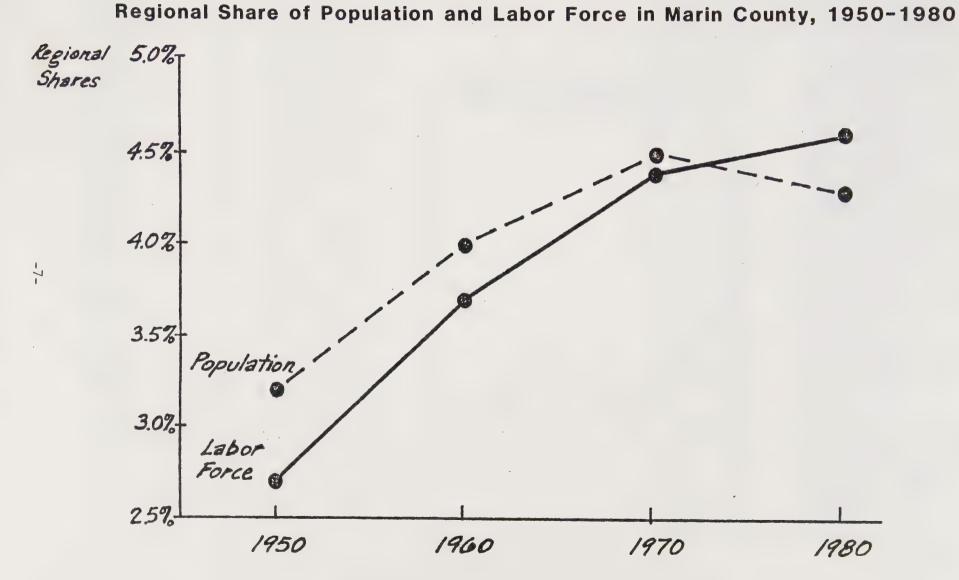
Table 2

UNEMPLOYMENT RATES FOR MARIN, REGION, STATE AND NATION, 1950 - 1980

	1950	1960	1970	1980
MARIN COUNTY	3.4	5.7	6.1	5.5
BAY AREA REGION	7.7	5.7 ~	· · · · · · · · · 6.400	5.5
STATE	8.0	6.1	6.3	6.5
NATION	N/A	5.1	4.4	6.5

SOURCE: U.S. Bureau of the Census, U.S. Census of Population: 1950, 1960, 1970, 1980

Figure A



Incomes

Incomes of Marin residents have historically been the highest in the Bay Area (see Table 3). In 1979 Marin's median household income was \$24,569, or 20% higher than the Bay Area's median and 40% above the national median. A large percentage of the resident labor force commutes out of the county for jobs located elsewhere in the region. These out-commuting workers and the incomes they earn help to maintain Marin's regional income prominence.

MEDIAN HOUSEHOLD INCOME
BAY AREA COUNTIES, STATE AND NATION, 1979

Area	Income
BAY AREA Alameda Contra Costa MARIN Napa San Francisco San Mateo Santa Clara Solano Sonoma STATE NATION	\$20,607 18,700 22,875 24,569 18,887 15,867 23,175 23,370 19,264 17,734 18,248 16,850

SOURCE: U.S. Bureau of the Census, U.S. Census of Population, 1980.

The median personal income for people living in Marin County in 1980 was \$11,907. For someone working in Marin County during this time the annual median income earned was approximately \$9,340. The median personal income for a resident of Marin was 27% greater than the median income of someone working in Marin County. Since nearly 50% of the residents of Marin also work in Marin, the median income figure for residents is lowered by the wage earning potential of jobs in the county. For those residents who commuted out of the county for work, the median income was greater than the \$11,907 countywide median figure.

Approximately 50% of the jobs available in Marin in 1980 paid less than \$10,000 per year. Only 17% of the jobs in Marin County paid more than \$20,000 annually in wage and salary income.

Incomes and Occupation

Nearly 26% of the managerial, professional and specialty occupations in Marin paid at least \$20,000 per year. By contrast, only 14% of the technical, sales and administrative support occupation paid more than \$20,000 annually. Similarly, only 7% of the service occupations paid \$20,000 or more. In terms of creating job

occupations which would pay workers enough to live in Marin, the greatest potential is in the managerial, professional and specialty occupations.

The higher educational attainment and occupational status of Marin residents is another major factor in the high economic levels of County residents. In 1980, Marin County had a greater percentage of residents working in high paying executive and professional specialty occupations than any other county in the Bay Area, and a smaller percentage of residents employed in lower paying labor, transportation and machine operating occupations than any other county in the Bay Area.

The industries in which the higher paying occupations were most frequently found included construction, finance, insurance, real estate, wholesale trade, publishing, government, business services, legal services and education. At least 17% of the local jobs in these industrial sectors provided 1980 annual wages in excess of \$20,000. Government, construction, wholesale and publishing industries provided the greatest percentages of high income jobs. Retail trade, which accounted for one out of every five 1980 jobs in Marin, provided only 10% of local retail workers with annual incomes in excess of \$20,000.

Table 4

OCCUPATIONS OF EMPLOYED RESIDENT WORKERS BY PERCENTAGES OF COUNTY TOTALS
9 BAY AREA COUNTIES & REGION

Alameda Contra Costa MARIN Napa S.F. San Mateo Santa Clara Solano Sonoma Region 1. Executive, Administrative & Managerial 11.4 14.9 17.8 10.0 13.0 14.8 13.1 9.1 10.1 13.1 2. Professional Speciality 14.1 14.0 19.9 13.3 15.7 12.4 15.7 10.2 18.4 14.6 Technicians & Related Support 4.1 3.5 3.0 3.1 3.5 3.7 5.7 3.3 4.5 4.2 4. Sales 9.9 12.3 15.1 10.4 10.0 12.1 10.1 10.4 17.5 10.9 Administrative support (including clerical) 20.7 19.1 16.5 14.6 24.5 22.4 18.1 18.0 23.6 19.9 6. Private Household 0.6 0.6 8.0 0.7 1.0 0.6 0.3 0.6 0.9 0.6 Protective Service 1.5 1.7 1.6 1.8 1.5 1.6 1.1 2.4 2.3 1.5 Services except Protective and Household 9.9 9.1 9.3 15.3 13.5 9.5 8.4 12.6 17.2 10.1 Farming, Forestry & Fishing 1.1 1.3 1.5 4.4 0.6 1.3 1.3 2.3 5.9 1.4 10. Precision Production. Craft & Repair 11.9 12.1 8.4 14.1 7.1 11.1 12.6 17.0 20.3 11.5 11. Machine Operators. Assemblers.Inspectors 6.9 4.3 1.7 5.3 4.5 4.1 7.9 5.5 6.9 5.8 12. Transportation & Material Moving 3.9 3.6 1.7 3.2 2.6 3.0 2.7 4.5 6.0 3.2 13. Handlers, Equipment Cleaners, Helpers, Laborers 4.2 3.4 2.2 3.9 2.6 3.4 2.9 4.2 5.5 3.3 TOTAL 100.0 100.0 100.0 100.0 100.0 100.0 100.0 100.0 100.0 100.0

1980

SOURCE: U.S. Bureau of the Census. U.S. Census of Population: 1980.

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Table 5

EMPLOYMENT OF MARIN RESIDENTS BY INDUSTRY GROUPS
MARIN
1950, 1960, 1970, 1980

	1950	%	1960	%	Mean Annual		0/	Mean Annual			Mean Annual
			1760		Job Addition	1970	%	Job Addition	1980	%	Job Addition
Agriculture, etc.	1,563	5.5	1,417	2.9	-14	1,790	2.3	37	2,308	2.0	51
Construction	2,957	10.3	3,990	8.2	103	4,590	5.8	60	7,292	6.2	270
Manufacturing	3,164	11.1	7,002	14.4	383	7,679	9.7	67	10,173	8.7	249
Transportation	1,595	5.6	2,212	4.5	61	3,705	4.7	149	5,885	5.0	218
Communication & P. U.	1,465	5.1	2,343	4.8	87	3,755	4.8	141	3,511	3.0	-24
Wholesale	1,393	4.9	2,296	4.7	90	3,852		155	4,865	4.2	101
Retail	4,859	17.0	7,775	16.0	291	12,816		504	19,323	16.5	650
F.I.R.E.*	2,060	7.2	4,352	8.9	229	8,652	10.9	430	15,458	13.2	680
Services	9,546	34.0	13,720	28.0	399	26,404		1,268	42,056	35.0	600
Business & Repair Services Personal, Entertainment Health Service Education Service Other Professional Service Public Administration	1,176 2,516 966 1,228 1,025 2,635	4.1 8.8 3.4 4.3 3.6 9.2	2,255 3,826 953 3,272 3,414 3,877	4.6 7.9 2.0 6.7 6.5 8.0	107 131 -1 204 211 124	4,078 4,523 5,928 7,429 4,446 5,865	5.2 5.7 7.5 9.4 5.6 7.4	182 69 497 415 130 198	7,833 5,435 10,437 8,622 9,729 5,939	6.7 4.7 8.9 7.4 8.3 5.1	375 91 450 119 528 _7
TOTAL	28,602	100.0	48,984	100.0	2,006	79,1081	0.00	3,034	116,810	100.0	3,765

SOURCE: U.S. Bureau of the Census. U.S. Census of Population: 1950, 1960, 1970, 1980.

^{*} Finance, Insurance and Real Estate

C. ECONOMIC STRUCTURE

The two largest industries in Marin, based on the number of employees, are the services group (33% of all jobs) and retail trade (26%). Although these two groups originally grew due to Marin's rapid population growth during the post-war period, they have maintained their dominant positions despite the County's low growth rate during the 1970s (7%). Retail trade has continued to grow due to Marin's affluent resident population and to the development of regional destination centers, including major regional shopping centers (i.e. Northgate Mall, the Village at Corte Madera) as well as specialty shopping centers (i.e. Larkspur Landing, Strawberry Town and Country). (See Table 6.)

Services employment has grown faster than population growth due to a shift in the mix and market of services of Marin firms. Many service-providing firms are branch offices or relocations of San Francisco firms, or are new firms locating in Marin to serve the County's growing business community. In particular the professional and business and repair sub-sectors of the services sector are growing as, Marin increases its participation the regional and national economies.

Recent growth in jobs in finance, insurance, real estate and manufacturing businesses are also tied to this new wave in business growth. These businesses have grown at an even faster rate since the 1980 census, although accurate job data is not available to measure this growth. Marin's economy is beginning to mirror the regional economy in its mix of activities. Figures B and C demonstrate that in almost every sector, Marin jobs are distributed in about the same proportion as employed Marin residents, i.e. 36% of Marin residents work in services and 33% of Marin jobs are in services. The main exception is in retail trade, where a much higher share of local jobs are located compared to local residents. Numerically, however, there are 19,612 sales jobs and 19,323 resident workers. The numbers and relative shares of jobs in the County and jobs held by County residents are shown in Table 8.

Distribution of Jobs by Area

As shown in Table 7 and Figure D, Marin County jobs are distributed along the Highway 10.1 Corridor, and centered around the City of San Rafael. Over 56% of all jobs are located in planning areas 3, 2 and 5, which correspond to San Rafael, North San Rafael and Corte Madera. Among the three largest sectors, services, retail and F.I.R.E.*, which together provide 68% of all jobs in the County, different patterns average. Services jobs are distributed proportionally to all jobs, but F.I.R.E. employment is heavily concentrated in the large new development sites in the Las Gallinas Valley and downtown San Rafael. Over half of all retail sales jobs are in the Richardson Bay communities or San Rafael.

^{*} Finance, Insurance and Real Estate

JOBS LOCATED IN MARIN COUNTY 1972, 1980

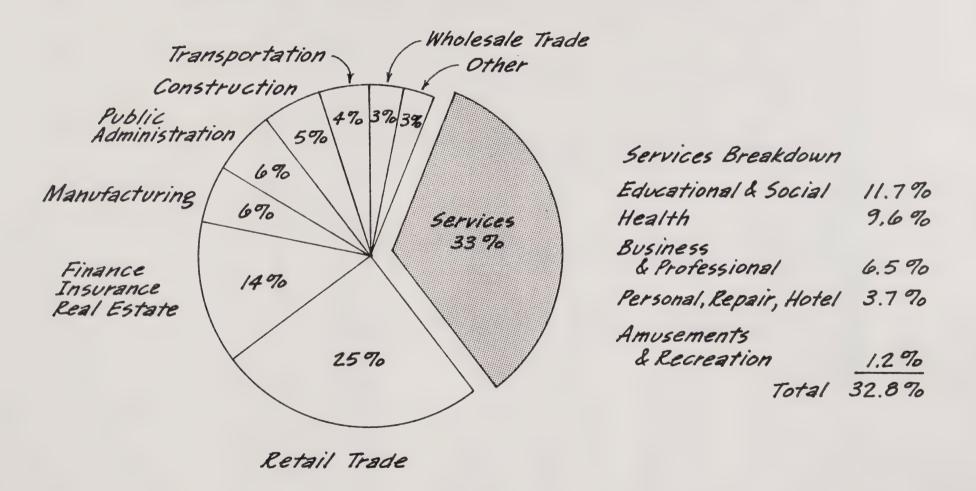
		1972		980	GROWTH		
	# of Jobs	% of Total	# of Jobs ²	% of Total	# of Jobs	%	
Services	14,400	29.3	25,470	32.8	11,070	76.9	
Educational & Social Health Business & Professional Personal, Repair Hotel Amusements & Recreation	N/A 3,100 3,200 N/A 900	N/A 6.3 6.5 N/A 1.8	9,110 7,470 5,050 2,880 960	11.7 9.6 6.5 3.7	N/A N/A 1,472 N/A 1,431	N/A 61.0 95.0	
Retail Trade	10,700	21.7	19,620	25.3	8,920	83.4	
F.I.R.E. ³	2,800	5.7	11,010	14.2	8,210	293,2	
Manufacturing	2,700	5.5	4,820	6.2	2,120	78.5	
Public Administration	N/A	N/A	4,740	6.1	2,120 N/A	76.5 N/A	
Construction	3,200	6.5	4,190	5.4	990	30.9	
Transportation	1,400	2.8	2,890	3.7	1,490	106,4	
Wholesale Trade	1,800	3.7	2,510	3.2	710		
Communications & Utilities	700	1.4	1,740	2.2	1,040	39 . 4	
Agriculture, etc.	400	0.8	620	0.8	220	55.0	
TOTALS	49,200	100.0 %	77,610	100.0 %	28,410	51.0 9	

SOURCE: I. Employment Development Department, State of California, March 1972. Note that the 1972 data is rounded to hundreds, and that data for some categories are not available.

- 2. Association of Bay Area Governments, Projections '85
- 3. Finance, Insurance and Real Estate.

Figure B

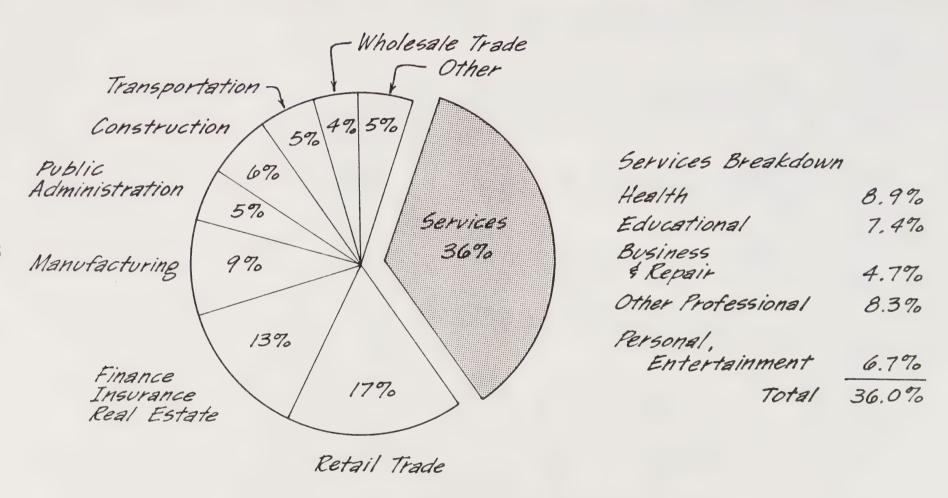
Industry Classifications of Jobs Located in Marin, 1980



Source: Employment Development Department, State of California

Figure C

Industry Classifications of Employed Marin Residents, 1980



Source: U.S. Census

Table 7

JOBS IN MARIN AND EMPLOYMENT OF MARIN RESIDENTS
1980

	# of Jobs	Jobs by %	Total % of Bay Area Jobs in Marin	# of Resident Workers ²	Workers by %	% of Local S Workers Who Could be Employed in Marin
Services	25,470	32.8	3.2	42,056	36.0	60.6
Educational & Social Health Business & Professional Personal, Repair, Hotel Amusements & Recreation	9,110 7,470 5,050 2,880 960	11.7 9.6 6.5 3.7 1.2	3.5 5.3 2.5 2.5 3.2	12,083 10,437 12,521 5,239 1,776	10.3 8.9 10.7 4.5 1.5	75.4 71.6 40.3 55.0 54.1
Retail Trade	19,620	25.3	4.9	19,323	16.5	101.5
F.I.R.E. ⁴	11,010	14.2	5.3	15,458	13.2	71.2
Manufacturing	4,820	6.2	1.0	10,173	8.7	47.4
Public Administration	4,740	6.1	3.7	5,939	5.1	79.8
Construction	4,190	5.4	3.1	7,292	6.2	57.5
Transportation	2,890	3.7	2.1	5,885	5.0	49.1
Wholesale Trade	2,510	3.2	2.3	4,865	4.2	51.6
Communications & Utilities	1,740	2.2	2.3	3,511	3.0	49.6
Agriculture, etc.	620	<u>0.8</u>	1.6	2,308	2.0	27.4
TOTALS	77,610	0.001	3.2	116,810	100.0	66.4

SOURCE: I.

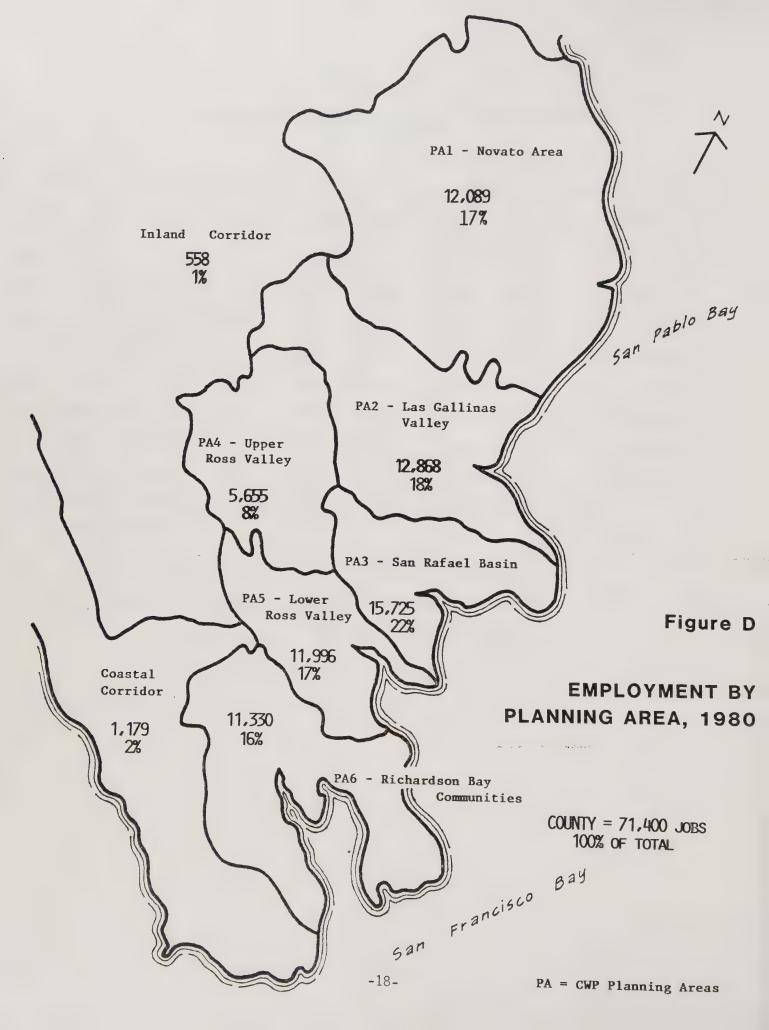
- 1. Association of Bay Area Governments: Projection '85.
- 2. U.S. Bureau of the Census. U.S. Census of Population: 1980.
- 3. These figures were derived by dividing the number of jobs available in Marin by the number of resident workers.
- 4. Finance, Insurance and Real Estate.

Table 8
----Employment by Planning Area, 1980

	All Jobs	Serv	ices	Retail	. Trade	F.I.R.E.*		
Planning Area	Jobs Share	Jobs	Share	Jobs	Share	Jobs	Share	
1 Novato Area	12,089 16.99	4,784	19.3%	2,852	14.7%	930	10.9%	
2 Las Gallinas Valley	12,868 18.09	4,290	17.3%	2,521	13.0%	3,566	41.8%	
3 San Rafael Basin	15,725 22.09	4,576	18.5%	4,318	22.2%	1,633	19.1%	
4 Upper Ross Valley	5,655 7.99	1,886	7.6%	1,494	7.7%	187	2.2%	
5 Lower Ross Valley	11,996 16.89	5,346	21.6%	3,040	15.6%	985	11.5%	
6 Richardson Bay Comm.	11,330 15.99	3,240	13.1%	4,652	23.9%	1,176	13.8%	
Coastal Corridor	1,179 1.79	392	1.6%	3 95	2.0%	40	0.5%	
Inland Corridor	558 0.89		1.0%	176	0.9%	15	0.2%	
TOTAL	71,400 100.09	24,765	100.0%	19,448	100.0%	8,532	100.0%	

Source: Economic Development Department, State of California, March 1980 Note: The three sectors shown comprised 74% of jobs in Marin in 1980.

^{*} Finance, insurance and real estate



D. COMMUTING TO JOBS

As shown in Table 8, employed Marin workers exceed the number of jobs in Marin by 116,810 to 74,216. The difference, about 42,600 jobs, is made up by employment of local residents outside the County, mainly in San Francisco. Data from the 1980 census provides insights into the commute patterns of Marin residents and of Marin job holders.

About 42% of employed Marin residents commuted to other counties for work in 1980 (see Figure E). This was the highest rate of out-commuting of any of the nine Bay Area counties, reflecting Marin's high labor force participation rate relative to other "bedroom" counties. As might be expected the two southernmost planning areas have the highest proportion of out-commuters, 56% for Richardson Bay and 51%, for Lower Ross Valley (see Table 9, Figure F). In the four northern planning areas within the urban corridor the out-commuter rate is a uniform 35 - 38%, reflecting a high degree of dependence on the growing local job market.

Almost 80% of all County jobs are held by County residents (see Table 10). Two thirds of the in-commuters from other counties come from Sonoma, Napa or Solano Counties, mostly to jobs in planning areas 1 - 3 (Novato, Las Gallinas Valley, San Rafael Basin). The degree to which Marin residents managed to live and work in the same area in 1980 is striking. For example 29% of San Rafael Basin residents also worked in San Rafael basin (Planning Area #3), while another 37% worked in either Planning Area #2 or Planning Area #4 (see Table 9).

In areas of Marin County where the percentage of out-commuting workers is relatively large, the median household income area is also generally higher than other areas in the County. As much as 48% of the income earned by Marin County residents in 1982 was earned by the 38% of the local labor force who worked at jobs which were located outside of the county.

About 21% of the jobs available in Marin County were held by people living outside of Marin, most of them by Sonoma County residents commuting to jobs in Marin's northern three planning areas. In addition about 13,200 Sonoma, and Solano County residents (5% of their work force) commute to jobs in San Francisco or the Peninsula, contributing to congestion in the 101 Corridor of Marin.

Table 9
----Commuting Patterns of Employed Marin Residents, 1980

	Workp	lace To	tals	Breakdown of Marin County Workplaces								Workplaces in other 8 Bay Area Counties			
	Marin	Other	TOTAL	PAI	PA2	PA3	PA4	PA5	PA6	IC	CC	NORTH	EAST	SOUTH	
Place of Residence															
PA1-Novato Area	63%	37%	100%	27%	9%	15%	2%	5%	4%	1%	0%	5%	5%	28%	
PA2-Las Gallinas	62%	38%	100%	5%	20%	21%	2%	8%	6%	0%	0%	1%	5%	32%	
PA3-San Rafael Basin	63%	37%	100%	3%	9%	29%	4%	9%	7%	0%	0%	1%	7%	29%	
PA4-Upper Ross Valley	65%	35%	100%	3%	6%	16%	23%	8%	8%	0%	0%	1%	4%	30%	
PA5-Lower Ross Valley	49%	51%	100%	3%	5%	10%	3%	19%	10%	0%	0%	1%	4%	46%	
PA6-Richardson Bay	44%	56%	100%	2%	3%	6%	2%	5%	27%	0%	0%	1%	4%	50%	
Inland Corridor	71%	29%	100%	9%	6%	15%	8%	9%	12%	12%	0%	4%	3%	21%	
Coastal Corridor	64%	36%	100%	6%	7%	13%	2%	11%	17%	1%	6%	0%	1%	35%	
COUNTY TOTAL	58%	42%	100%	9%	8%	15%	5%	8%	12%	1%	0%	2%	4%	36%	

This table describes the workplace destinations of Marin residents based on where they live in the County. For example, the first row demonstrates that among residents of PA 1 (Novato area), 63% of employed residents work in Marin, 37% work outside the County. 27% of Novato Area residents also work in PA1 (the Novato area), 9% work in PA2 (Las Gallinas Valley), etc.

Source: 1980 U.S. Census

PAl,etc. = Marin Countywide Plan Planning Areas IC,_CC = Inland Corridor, Coastal Corridor NORTH = Sonoma, Napa and Solano Counties EAST = Alameda and Contra Costa Counties

SOUTH = San Francisco, San Mateo and Santa Clara Counties

Figure E

Percentages of Out-Commuters from the Bay Area Counties, 1980



Table 10

Commuting to Jobs in Marin, 1980

WORKPLACE = MARIN COUNTY

	MARIN	OTHER	TOTAL	PAl	PA2	PA3	PA4	PA5	PA6	IC	СС
Place of Residence											
1 Novato Area	18%			51%	17%	16%	6%	11%	7%	27%	0%
2 Las Gallinas Val.	10%			6%	23%	13%	5%	9%	5%	0%	3%
3 San Rafael Basin	13%			4%	13%	21%	11%	14%	8%	0%	12%
4 Upper Ross Valley	10%			3%	7%	9%	47%	9%	7%	5%	3%
5 Lower Ross Valley	8%			3%	5%	5%	6%	22%	8%	0%	2%
6 Richardson Bay	13%			3%	5%	6%	7%	11%	42%	3%	2%
Inland Corridor	3%			3%	2%	3%	5%	3%	3%	59%	4%
Coastal Corridor	3%			2%	2%	2%	1%	4%	5%	7%	62%
Marin Residents	79%			75%	74%	75%	88%	83%	83%	100%	88%
Subtotal											
NORTH	13%			22%	16%	17%	4%	7%	7%	0%	4%
EAST	3%			2%	4%	4%	4%	4%	3%	0%	3%
SOUTH	5%			1%	6%	5%	4%	6%	7%	0%	5%
Residents of other Counties Subtotal	21%			25%	26%	25%	12%	17%	17%	0%	12%
	====			====	====	====	2222	====	====	====	====
TOTAL	100%			100%	100%	100%	100%	100%	100%	100%	100%
(All Workers in Mari	in Jobs))						230.0	2307	130%	200/9

This table describes the place of residence of persons working in jobs in Marin County. For example, the first row demonstrates that 18% of all Marin County jobs are held by residents of Planning Area 1 (Novato area), and that 51% of of all Novato area jobs are held by Novato area residents, 17% of Las Gallinas Valley jobs are held by Novato area residents, etc. In the subtotal rows we see that 79% of all Marin jobs are held by Marin residents, and that this statistic ranges from a low of 74% of Las Gallinas jobs held by local residents to a high of 100% in the Inland Corridor.

Source: 1980 U.S. Census

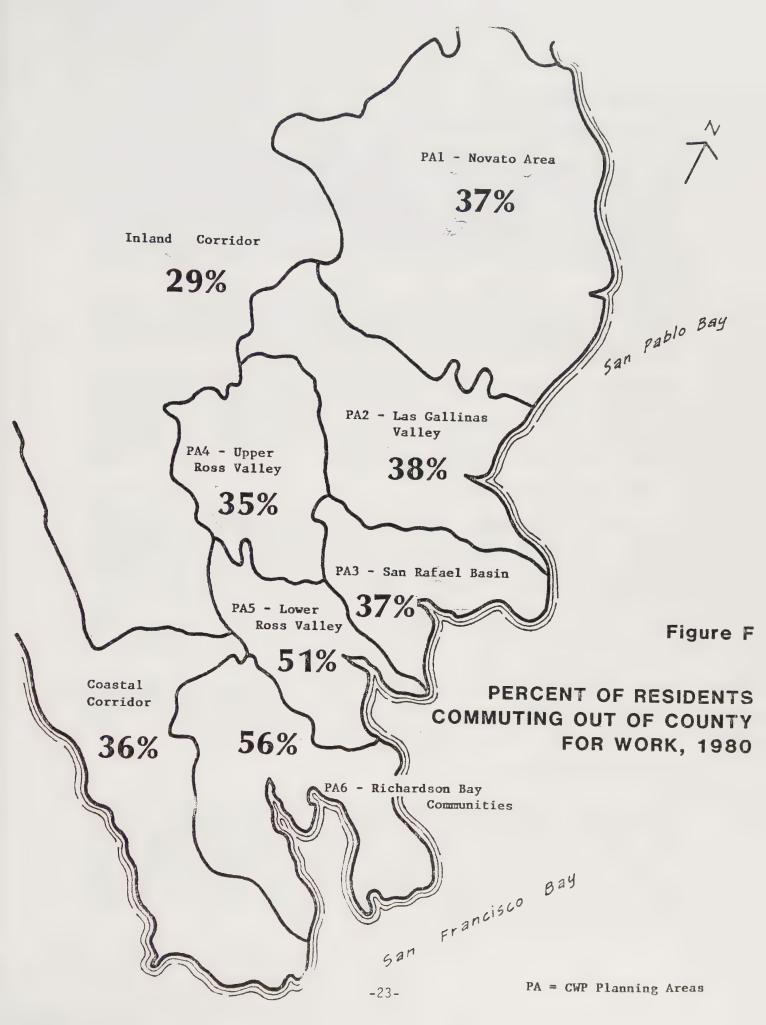
PAl,etc. = Marin County Planning Areas CC = Coastal Corridor (Marin County)

IC = Inland Corridor (Marin County)

NORTH = Sonoma, Napa and Solano Counties

EAST = Alameda and Contra Costa Counties

SOUTH = San Francisco, San Mateo and Santa Clara Counties



II. ECONOMIC TRENDS

A. POPULATION AND THE LABOR FORCE

The County's population is expected to grow by about 10,2% between 1980 and the year 2000 (from 222,568 to 245,368), according to ABAG projections. The labor force is expected to continue to grow at a much faster rate due to smaller household size and higher labor force participation; by the year 2000 there are expected to be almost 160,000 workers, an increase of 36% (see Table 11). The labor force shift will create some startling changes in household composition. Where in 1980 one of two Marin residents was employed, by 2000 almost two out of three residents are expected to be job-holders.

The largest growth in population and labor force is expected to occur in the north county. The Las Gallinas area labor force is expected to grow by 70% to 24,000 workers, and the Novato area by 53%, to 37,400 workers. Together the two areas will supply 38.3% of the County labor force, up from 32.6% in 1980.

As the number of people participating in the labor force becomes an increasingly significant portion of the local population, the need for local and regional employment will increase. It is most likely that most households will have at least one member employed in the Bay Area before locating in Marin. New households locating in Marin may therefore bring with them the demand for local jobs which provide a second or third income for the household.

B. INDUSTRIES AND JOBS

The employment opportunities available in Marin County are expected to change slightly in composition during the next fifteen years. The trend of increasing self-employment among residents of Marin is expected to continue in the coming decade. For wage and salaried employees working in Marin there will be increased opportunities in the retail, finance, insurance, real estate wholesale, and especially services industries.

A total of 36,890 new jobs are projected for the county by the year 2000. With 71,400 jobs available in the county in 1980, these 36,890 new jobs represent a 52% increase in jobs available locally.

The northern three planning areas will provide almost all the expected job growth (see Table 11). In 1980 they provided 40,682 jobs, or 57% of all county jobs. This share will grow to 67% by the year 2000, as almost 32,000 new jobs locate in those areas. These are 87% of all new jobs expected in the period.

C. LAND DEVELOPMENT

Land development itself will be a major job provider in the next 15 years, fueling job growth in real estate, construction and related services. ABAG projects that over 5,400 acres of new development will take place between 1980 and 2000, with 84% of this in residential growth (see Table 12). Again the northern planning areas will see the largest share of the growth although every planning area except the Upper Ross Valley will grow by at least 16% in residential acreage. The three northern areas will capture 75% of all new commercial/industrial development, and also contain 65% of all land available for redevelopment.

Table 11
----Projected Growth in Resident Workers and Local Jobs, 1980-2000

		Workers			Jobs		Jobs/W	Jobs/Workers Ratio			
	1980	2000	change	1980	2000	change	1980	2000	change		
1 Novato Area	24,363	37,378	5 <i>3</i> %	12,089	22,801	89%	0.50	0.61	23%		
2 Las Gallinas Valley	14,108	24,009	70%	12,868	22,774	77%	0.91	0.95	4%		
3 San Rafael Basin	17,274	22,039	28%	15,725	27,155	73%	0.91	1.23	35%		
4 Upper Ross Valley	13,481	16,158	20%	5,655	5,475	-3%	0.42	0.34	-19%		
5 Lower Ross Valley	13,379	17,296	29%	11,996	15,045	25%	0.90	0.87	-3%		
6 Richardson Bay	26,607	32,375	22%	11,330	12,918	14%	0.43	0.40	-6%		
Coastal Corridor	4,471	5,747	29%	1,179	1,066	-10%	0.26	0.19	-30%		
Inland Corridor	3,985	4,996	25%	558	1,057	89%	0.14	0.21	51%		
COUNTY TOTAL	117,668	159,998	36%	71,400	108,291	52%	0.61	0.68	12%		

Source: Association of Bay Area Governments (ABAG), Projections '83

Despite the large growth in commercial and industrial development, Marin's land use will be even more residential in character in the year 2000. In 1980 there were 18,076 acres in residential use and 4,307 acres in industrial/commercial use, for a ratio of 4.3 to one. This ratio will rise to 4.5 to one under current land use trends. One unknown factor is the distribution of uses in the 1,125 acres expected to be available for redevelopment in the period.

There are also signs that development is occuring faster than was projected by ABAG. A comparison of assessor's files for the eleven cities showed an absorption of 2,560 acres of vacant land between 1982 and 1984, much of it for commercial use. As of January 1985, ABAG is revising its projections for Marin to reflect a faster growth rate during the 1980s and a slightly higher growth in jobs.

Table 12

Projected Development By Planning Area, 1980-2000

	Resid	age	Indus	Industrial/Commercial Acreage				Comm	Available For		
Planning Area	1980 2	2000	change acres	×	1980	2000	change of	change %	1980	2000	Redevelopment 1980-2000
PA1 - Novato Area	3,895	5,718	1,823	47%	1,242	1,757	515	41%	3.1	3.3	519
PA2 - Las Gallinas	2,079 2	2,425	346	17%	654	775	121	19%	3.2	3.1	102
PA3 - San Rafael Basin	2,328 2	2,980	652	28%	757	870	113	15%	3.1	3.4	106
PA4 - Upper Ross Valley	2,773 3	3,072	299	11%	210	212	2	1%	13.2	14.5	38
PA5 - Lower Ross Valley	1,986 2	2,158	172	9%	559	619	60	11%	3.6	3.5	138
PA6 - Richardson Bay	3,742 4	4,580	838	22%	564	621	57	10%	6.6	7.4	211
Inland Corridor	918 1	1,206	288	31%	165	168	3	2%	5.6	7.2	0
Coastal Corridor	895 1	1,037	142	16%	156	157	1	1%	5.7	6.6	11
COUNTY TOTAL	18,616 23	3,176	4,560	24%	4,307	5,179	872	20%	4.3	4.5	1,125

Source: Association of Bay Area Governments (ABAG), Projections '83

PAl, etc. = Countywide Plan Planning Areas

^{*} Ratio of residential acreage to commercial acreage

III. ISSUES

A. JOB GROWTH

As discussed above, Marin County is expected to experience continued strong job growth through the year 2000: 36,890 new jobs compared to 1980, an increase of 52%. Striking though this growth is, the gap between employed Marin residents and jobs located in Marin will widen in this period, from about 46,300 to 51,700. If the same share of Marin jobs are held by in-commuters as at present (21%), the number of Marin residents out-commuting will increase from 49,060 to about 74,500.

The current shift in economic development towards industries serving regional and national markets is encouraging because it is providing jobs well-matched to the characteristics of Marin's labor force. Finance, insurance, real estate and business services are all among the fastest growing sectors. One business service industry, software development and marketing, has shown spectacular growth in Marin since 1980. This industry has been attracted to Marin to some extent by the County's excellent living environment and the highly educated labor force. This and similar industries can grow without creating major disruptions to Marin communities and offer many opportunities to work at home. Much of the new development projected for northern planning areas will be most appropriate for office employment in these industries.

Although new jobs in Marin are increasingly similar to job opportunities in San Francisco in industrial and occupational mix, even steady-state growth in the lower-paying service job-sectors and retail sales will produce significant increases in these job types. Although these job types play an important role in the job-entry and secondary income labor markets, they will probably be in over-supply relative to Marin's highly trained and affluent labor force. Thus many of these job openings will be better matched to workers from outside the County, expecially workers from Sonoma and Napa County households. Second, most of all new jobs in the County will be in the northern urban planning areas. They will also tend to attract in-commuters from less expensive housing markets in the North Bay. Although it is appropriate for the job opportunity/labor force exchange to operate regionally (Marin itself gains a net County salary surplus of at least \$300 million from this regional exchange), this inter-County trend will increase transportation problems on Highway 101.

As vacant commercial and industrial land in Marin becomes increasingly scarce, there will be an increasing need to carefully utilize the remaining available acreage. Through careful and appropriate use of the land, the countywide goals of providing local jobs for community residents and minimizing the need to out-commute can be achieved. In an effort to keep more residents from having to leave Marin County for work, employment development in five sectors would be appropriate. These sectors—professional services; business and repair services; wholesale trade, manufacturing, and finance; insurance; and real estate (F.I.R.E.)—have been growing in significance as employers of Marin County residents since 1950. Facilities for clean industry, light manufacturing, and office space for financial industries and professional and business services represent appropriate job development opportunities in Marin County. If appropriately located, these jobs could provide greater opportunities for people to live and work in or near their community of residence.

New commercial development should meet unmet local business and consumer needs to provide residents and businesses with a diversified and competitive market in which to shop and do business. A local supply of goods and services at competitive prices would provide jobs, encourage shopping at local markets and minimize the need to import.

B. HOUSING

Based on current trends, Marin will continue to develop relatively more of its land for housing than for employment; the ratio of housing land to commercial/industrial land is expected to rise from 4.3:1 to 4.5:1 by the year 2000. Much of this new housing, however, may not be affordable to most of the new job holders. The roots of this paradox are contained in the same trends that have made Marin the most attractive place to live and the most affluent community in the region.

In 1980, Marin County had the highest median housing costs in the Bay Area. The median price of a house in Marin in 1980 was \$151,000, nearly 54% higher than the median housing price in the region. Similarly, the median rent in Marin County was 27% greater than the median rent in the Bay Area. Many people living in Marin must spend 25% or more of their income on basic housing cost (i.e. not including utility costs). For home owners in Marin during 1980 29% or 12,145 owners paid more than 25% of their income on basic housing cost in 1980.

Given the costs of owning and renting housing in Marin, many local residents require jobs with high income potential. In order to pay the 1980 median rent in Marin County of \$378 per month and not have this cost be more then 25% of a resident's income, an annual income of \$16,704 had to be earned. In order to afford a typical mortgage on a median priced house in Marin during 1980 a household would have had to earn more than \$75,000 a year.

The extent and location of land available for development in the County are also significant development factors affected by land use policy. The Marin Countywide Plan, adopted in 1972, limited urban and suburban housing development to the 101 Corridor in the eastern third of the County. Preserving the County's miles of ocean front and bayshore, and maintaining agriculture in productive use were important considerations in the Plan.

Nevertheless, the potential for housing development in Marin County exceeds the potential demand for housing from local job growth. It is projected that during the next 15 years, the County will have a housing/job balance which favors housing. Presently 21% of the jobs in Marin County are held by people who live outside Marin. Although workers who commute into the County for work incur a greater transportation expense than someone who both lives and works in Marin, lower housing costs outside Marin usually offset the increased travel expenses.

To counter some of these in-commuting trends, local employment development should be targeted to offer wages or salaries which provide the opportunity to live in Marin, and a greater supply of affordable housing should be developed in Marin. Affordable housing policies are addressed in detail in the Housing Element of the Countywide Plan.

C. TRANSPORTATION

Highway congestion in the Highway 101 Corridor is a severe and increasing problem, threatening the quality of life in Marin County as well as prospects for future economic development. Marin's highways are increasingly congested due to the need for workers from both Marin and Sonoma Counties to commute south to jobs.

The opportunities for people and products to move in and out of Marin County have been important factors in the development of local jobs and housing. Recognizing the manifold implications of local transportation issues, Marin County has joined 25 local governments and regional agencies from Sonoma and San Francisco Counties in a regional transportation study of the Highway 101 Corridor.

There are fourteen segments in the IOI Study Corridor, which stretches from the Golden Gate Bridge to Lytton Springs Road in Sonoma County. Of the nine segments in Marin County, seven segments experience service levels E or F (the two lowest levels) in the AM peak hour southbound and eight segments experience levels D or E during the PM peak hour northbound. If no action is taken it is forecast that all segments will experience level F in the year 2000.

Phase One of the multi-jurisdictional "101 Corridor Study" had recently been completed at the time this element was being written. The regionally planned alternative aims to maintain an acceptable movement of people and goods through the corridor for the remainder of this century. This plan specifies transit system and transportation service management recommendations in conjunction with highway and road improvements. These recommendations have been formulated in an effort to accommodate job and housing growth anticipated in plans previously developed within the region. Continued planning for the region, such as this element, should consider the transportation recommendations of the corridor study and aim for coordinated and complementary policy formulation.

Essentially the Action Committee settled on an alternative which is a combination of recommendations from the initial three programs. The "Preferred Alternative" requires completion of the HOV (High Occupancy Vehicle) lane system from Santa Rosa to San Francisco to carry an express bus service. The Northwestern Pacific Railroad right-of-way is designated to "transitway" from Larkspur to Novato in the initial stages and extends to Santa Rosa as "opportunity is presented." Local and inter-County bus service is to be improved. Improved ferry service is recommended to carry 10% of the transbay commuters as compared to the 3% it carries today. All currently planned and committed highway improvement projects are supported.

Transportation System Management (TSM) programs to help control growing corridor traffic flows are included. Park and ride lots, ramp metering, traveler information systems, bikeway development, parking management in downtowns and tolls to further favor high occupancy vehicles on the bridge are recommended leaving specific locations for Phase 2 work.

D. COORDINATED PLANNING FOR JOBS, HOUSING AND TRANSPORTATION

The initial data assembled for this Element have demonstrated the dynamic interrelationship of job development, housing development and transportation systems, which together will be the key forces determining the quality of life in Marin's urban corridor. It will be essential to understand these factors on a timely basis and at a Countywide level in order to plan for a future which preserves and enhances the communities of Marin.

In Chapter IV specific policies, objectives and implementation alternatives are proposed which address these questions in a comprehensive manner. The initial work will be a data development program to provide detailed and current data on land development, industrial trends, employment needs, and opportunities for appropriate intervention. Actions proposed to achieve economic goals include: encouragement of mixed use development; provisions of more affordable housing; targeting job development to match the skills of Marin residents; employment training and retraining to meet labor market needs; and encouragement of trends which reduce the need to commute, such as telecommunications and home employment.

IV. ECONOMIC POLICIES, OBJECTIVES AND IMPLEMENTATION MEASURES

The policies of the Economic Element establish a course of action leading toward a better balanced community with jobs and housing available in Marin County for people at all levels of income. These policies address economic activity in the urban corridor. Agriculture is being addressed in a separate Agriculture Element of the Countywide Plan.

A. POLICIES

- 1. Economic development which provides local opportunities for employment, reduces the need for people to commute, broadens property and sales tax bases and has the least adverse environmental impacts in terms of air, noise and water pollution, must be stimulated and given preference.
- 2. It is essential that local governments and businesses develop a coordinated countywide approach to economic development.
- 3. Economic development which provides jobs for Marin County residents at all income levels should be encouraged.
- 4. Self-employment and home occupations should be encouraged through zoning policies and opportunities to develop appropriate work space, where compatible with the character of the particular residential neighborhood.
- 5. Employment training and vocational education programs should be supported and tailored to the changing needs of employers.
- 6. Mixed use development combining housing, employment and retail facilities should be encouraged to reduce the need for commuting and automobile use.
- 7. The mix of housing size and price in new developments should meet the needs of workers employed in Marin County. Housing should be located near jobs where feasible.
- 8. A coordinated approach should be used to solve countywide transportation problems in the urban corridor which may impair growth and development of business.

B. OBJECTIVES

In order to carry out the policies of the Economic Element, appropriate implementation measures need to be taken.

- 1. The County should take a coordinating role in maintaining and providing information about economic development for local governmental agencies and the private sector. The following activities should be undertaken:
 - a. An inventory and monitoring of commercially and industrially zoned land and an estimate of its potential for employment of Marin County residents. The inventory should include documentation of environ-mentally sensitive lands, such as bay wetlands.

- b. A list of specific businesses and industries likely to provide jobs for present Marin County residents and strategies for attracting them to locate in Marin County. The strategies might include concurrent approval processing, infrastructure financing techniques, or support of worker amenities such as child-care centers.
- c. An analysis of projected demand for major office and retail uses.
- d. A file of current information on existing and pending development for use by government, business groups and potential developers. This inventory should also identify key economic activities which may be forced to relocate unless measures are taken to retain them.
- e. An analysis of the potential for redevelopment of marginally developed land and an inventory of sites.
- f. An analysis of countywide telecommunications needs for government and private industry and research on the possibility of increasing the use of telecommunications in Marin County. This analysis should also identify the potential impacts of such development, and recommend measures to reduce adverse impacts.
- g. Information about financing techniques to facilitate the location of appropriate businesses with a focus on financing transportation, housing and necessary public improvements.
- h. A survey to identify the labor force requirements and job training needs of Marin employers.
- i. A report on the revenue bases of communities within Marin County.
- 2. The eleven cities and the county should identify sites suitable for mixed-use development and do conceptual plans or establish development standards for these sites.
- 3. The eleven cities and the county should consider developing coordinated local evenue sources (e.g. sales tax override, gasoline tax) for highway improvements ranked countywide in order of need as part of the financial planning strategy for improvements to Highway 101.
- 4. The eleven cities and the county should coordinate job training programs such as the JTPA to match the workforce and training needs of Marin employers.

C. IMPLEMENTATION ALTERNATIVES

The Goals and Objectives are not intended to promote new development, but to assure that new economic development in Marin County proceed according to the goals and objectives of the Countywide Plan as a whole. The alternative strategies described below suggest a range of activities which would implement these Goals and Objectives.

Alternative | - The least active alternative would be to limit implementation activities to the data collection activities of Objective I. The Planning Department would undertake Objective I tasks, and Objectives 2-4 would be the responsibilities of existing city and county staffs.

Alternative 2 - Under this alternative the County would undertake a more active coordinating role in implementing Objectives 2 through 4. A staff position would be created to work with the cities to develop the information products and program activities.

Alternative 3 - This alternative would strengthen the role of the proposed new staff position from coordination to a more active advocacy of the objectives of the Economic Element, on behalf of the eleven cities as well as the county. The proposed staff person would represent a resource for these agencies as well as the Marin business community, and would undertake programs and work with potential employers to identify opportunities to develop employment consistent with the goals of the Economic Element, and General Plan Policies of all local cities and towns.



